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employment service review

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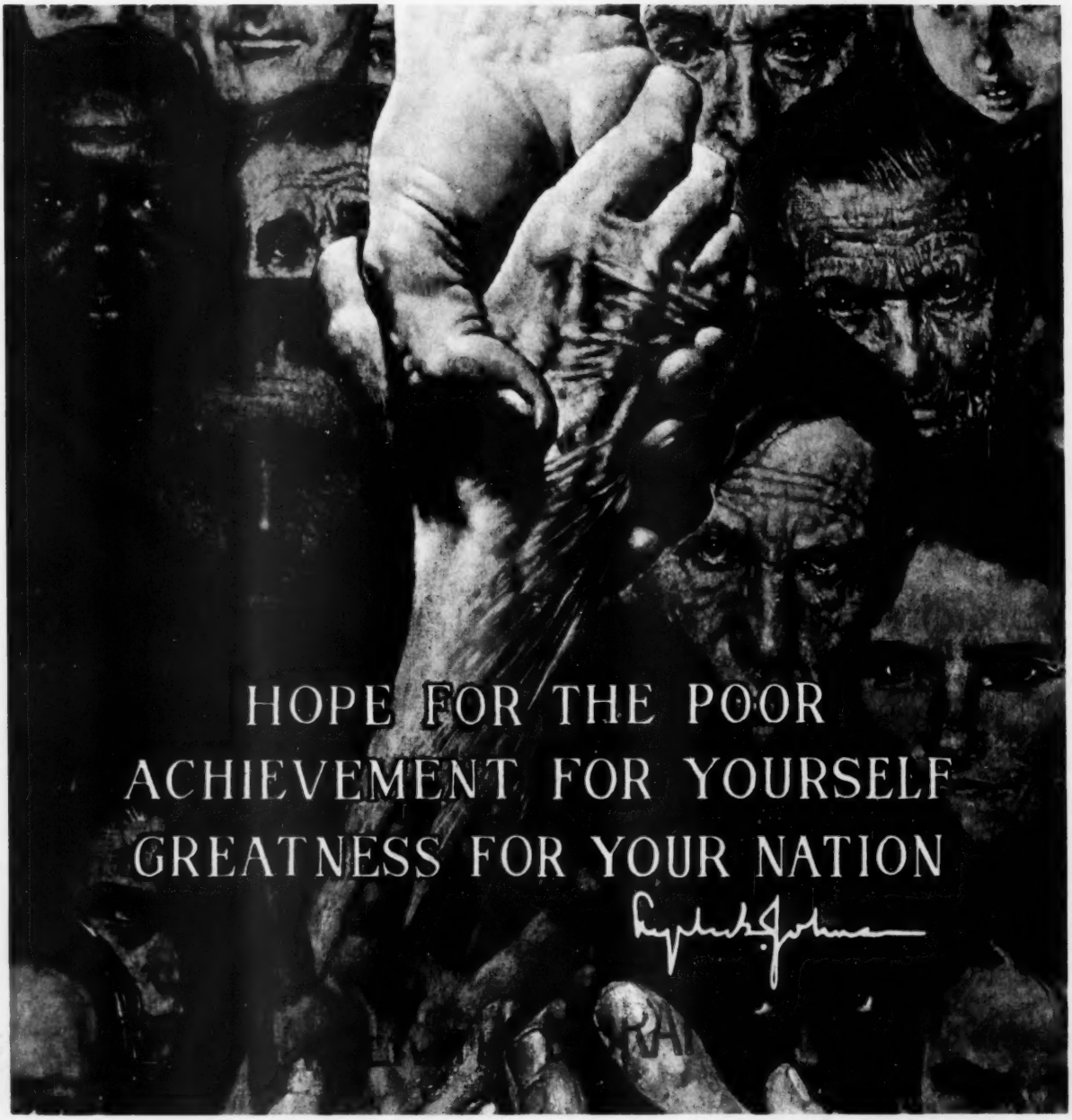
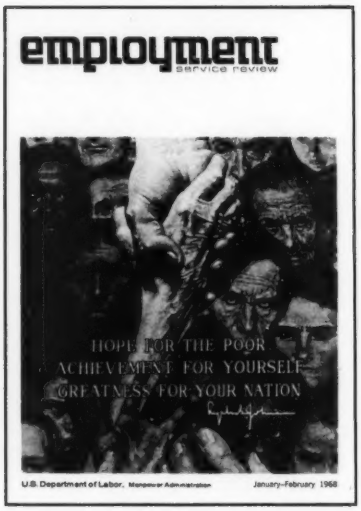


U.S. Department of Labor, Manpower Administration

January–February 1968



THE COVER:

This previously unpublished Norman Rockwell painting was inspired by the Nation's effort to eradicate unemployment and grinding poverty from the American scene. President Johnson's 1968 Manpower Message to the Congress, which affirms this commitment, is featured in this issue.

U.S. DEPARTMENT OF LABOR
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Ronald Van Doren, Editor

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To Earn a Living:

The Right of Every American

In this, my first message to the Congress following the State of the Union Address, I propose:

—A $2.1 billion manpower program, the largest in the Nation's history, to help Americans who want to work get a job.

—The Nation's first comprehensive Occupational Health and Safety Program, to protect the worker while he is on the job.

The Question For Our Day

Twenty years ago, after a cycle of depression, recovery and war, America faced an historic question: Could we launch what President Truman called "a positive attack upon the ever-recurring problems of mass unemployment and ruinous depression"?

That was the goal of the Employment Act of 1946. The answer was a long time in forming. But today there is no longer any doubt.

We can see the answer in the record of 7 years of unbroken prosperity.

We can see it in this picture of America today:

Seventy-five million of our people are working—in jobs that are better paying and more secure than ever before.

Seven and a half million new jobs have been created in the last 4 years, more than 5,000 every day. This year will see that number increased by more than 1½ million.

In that same period, the unemployment rate has dropped from 5.7 percent to 3.8 percent—the lowest in more than a decade.

The question for our day is this: in an economy capable of sustaining high employment, how can we assure every American, who is willing to work, the right to earn a living?

We have always paid lip service to that right.

But there are many Americans for whom the right has never been real:

—The boy who becomes a man without developing the ability to earn a living.

—The citizen who is barred from a job because of other men's prejudices.

—The worker who loses his job to a machine, and is told he is too old for anything else.

—The boy or girl from the slums whose summers are empty because there is nothing to do.

—The man and the woman blocked from productive employment by barriers rooted in poverty: lack of health, lack of education, lack of training, lack of motivation.

Their idleness is a tragic waste both of the human spirit and of the economic resources of a great Nation.

It is a waste that an enlightened Nation should not tolerate.

It is a waste that a Nation concerned by disorders in its city streets *cannot* tolerate.

This Nation has already begun to attack that waste.

In the years that we have been building our unprecedented prosperity, we have also begun to build a network of manpower programs designed to meet and match individual needs with individual opportunities.

Our Manpower Program Network

Until just a few years ago, our efforts consisted primarily of maintaining employment offices throughout the country and promoting apprenticeship training.

The Manpower Development and Training Act, passed in 1962, was designed to equip the worker with new skills when his old skills were outdistanced by technology. That program was greatly strengthened and expanded in 1963, 1965 and again in 1966 to serve the disadvantaged as well. In fiscal 1969, it will help over 275,000 citizens.

Our manpower network grew as the Nation launched its historic effort to conquer poverty:

—*The Job Corps* gives young people from the poorest families education and training they need to prepare for lives as productive and self-supporting citizens. In fiscal 1969 the Job Corps will help almost 100,000 children of the poor.

—*The Neighborhood Youth Corps* enables other poor youngsters to serve their community and themselves at the same time. Last year the Congress expanded the program to include adults as well. In fiscal 1969, the Neighborhood Youth Corps will help over 560,000 citizens.

—Others, such as *Work Experience, New Careers, Operation Mainstream,* and the *Work Incentive Program,* are directed toward the employment problems of poor adults. In fiscal 1969, 150,000 Americans will receive the benefits of training through these programs.

These are pioneering efforts. They all work in different ways. Some provide for training alone. Others combine training with work. Some are full-time. Others are part-time.

One way to measure the scope of these programs is to consider how many men and women have been helped:

—In fiscal 1963: 75,000

—In fiscal 1967: more than 1 million.

But the real meaning of these figures is found in the quiet accounts of lives that have been changed:

—In Oregon, a seasonal farm worker was struggling to sustain his eight children on $46 a week. Then he received on-the-job training as a welder. Now he can support his family on an income three times as high.

—In Pennsylvania, a truck driver lost his job because of a physical disability and had to go on welfare. He learned a new skill. Now he is self-reliant again, working as a clerk with a city Police Department.

—In Kansas, a high school dropout was salvaged from what might have been an empty life. He learned a trade with the Job Corps. Now he has a decent job with an aircraft company.

Across America, examples such as these attest to the purpose and the success of our programs to give a new start to men and women who have the will to work for a better life.

These are good programs. They are contributing to the strength of America. And they must continue.

But they must reach even further.

I will ask the Congress to appropriate $2.1 billion for our manpower programs for fiscal 1969.

—This is the largest such program in the Nation's history.

—It is a 25 percent increase over fiscal 1968.

—It will add $442 million to our manpower efforts.

In a vigorous, flourishing economy, this is a program for justice as well as for jobs.

These funds will enable us to continue and strengthen existing programs, and to advance to new ground as well.

With this program, we can reach 1.3 million Americans, including those who have rarely if ever been reached before—the hard-core unemployed.

The Concentrated Employment Program

Our past efforts, vital as they are, have not yet effectively reached the hard-core unemployed.

These hard-core are America's forgotten men and women. Many of them have not worked for a long time. Some have never worked at all. Some have held only odd jobs. Many have been so discouraged by life that they have lost their sense of purpose.

In the Depression days of the 1930's, jobless men lined the streets of our cities seeking work. But today, the jobless are often hard to find. They are the invisible poor of our Nation.

Last year I directed the Secretary of Labor to bring together in one unified effort all the various manpower and related programs which could help these people in the worst areas of some of our major cities and in the countryside.

The Concentrated Employment Program was established for this purpose.

Its first task was to find the hard-core unemployed, to determine who they are, and where and how they live.

Now we have much of that information.

Five hundred thousand men and women who have never had jobs—or who face serious employment problems—are living in the slums of our 50 largest cities.

The first detailed profile we have ever had of these unemployed Americans reveals that substantial numbers

—Lack adequate education and job training.

—Have other serious individual problems—such as physical handicaps—which impair their earning ability.

—Are Negroes, Mexican-Americans, Puerto Ricans, or Indians.

—Are teenagers, or men over 45.

As the unemployed were identified, the Concentrated Employment Program set up procedures for seeking them out, counseling them, providing them with health and education services, training them—all with the purpose of directing them into jobs or into the pipeline to employment.

As part of the new manpower budget, I am recommending expansion of the Concentrated Employment Program.

That program now serves 22 urban and rural areas. In a few months it will expand to 76. With the funds I am requesting, it can operate in 146.

Job Opportunities in the Private Sector

The ultimate challenge posed by the hard-core unemployed is to prepare rejected men and women for productive employment—for dignity, independence and self-sufficiency.

In our thriving economy, where jobs in a rapidly growing private sector are widely available and the unemployment rate is low, the "make-work" programs of the 1930's are not the answer to today's problem.

The answer, I believe, is to train the hard-core unemployed for work in private industry:

—The jobs are there: *six out of every seven working Americans are employed in the private sector.*

—Government-supported on-the-job training is the most effective gateway to meaningful employment: nine out of every ten of those who have received such training have gone on to good jobs.

—Industry knows how to train people for the jobs on which its profits depend.

That is why, late last year, we stepped up the effort to find jobs in private industry. With the help of American businessmen, we launched a $40 million test training program in five of our larger cities.

The program was built around three basic principles:

—To engage private industry fully in the problems of the hard-core unemployed.

—To pay with Government funds the *extra* costs of training the disadvantaged for steady employment.

—To simplify government paperwork and make all government services easily and readily available to the employer.

The Urgent Task

With that work, we prepared our blueprints. We have built the base for action.

Encouraged by our test program and by the progress that American industry has made in similar efforts, we should now move forward.

To press the attack on the problem of the jobless in our cities, I propose that we launch the Job Opportunities in Business Sector (JOBS) Program—a new partnership between government and private industry to train and hire the hard-core unemployed.

I propose that we devote $350 million to support this partnership—starting now with $106 million from funds available in our manpower programs for fiscal 1968, and increasing that amount to $244 million in fiscal 1969.

Our target is to put 100,000 men and women on the job by June 1969 and 500,000 by June 1971. To meet that target, we need prompt approval by the Congress of the request for funds for our manpower programs.

This is high priority business for America.

The future of our cities is deeply involved. And so is the strength of our Nation.

How This New Program Will Work

Our objective, in partnership with the business community, is to restore the jobless to useful lives through productive work.

There can be no rigid formulas in this program. For it breaks new ground.

The situation calls, above all, for flexibility and cooperation.

Essentially, the partnership will work this way:

The Government will identify and locate the unemployed.

The company will train them, and offer them jobs.

The company will bear the normal cost of training, as it would for any of its new employees.

But with the hard-core unemployed there will be extra costs.

These men will be less qualified than those the employer would normally hire. So additional training will often be necessary.

But even more than this will be needed. Some of these men and women will need transportation services. Many will have to be taught to read and write. They will have health problems to be corrected. They will have to be counseled on matters ranging from personal care to proficiency in work.

These are the kinds of extra costs that will be involved.

Where the company undertakes to provide these services, it is appropriate that the Government pay the extra costs as part of the national manpower program.

The Concentrated Employment Program, in many areas, will provide manpower services to support the businessman's effort.

A National Alliance of Businessmen

This is a tall order for American business. But the history of American business is the history of triumph over challenge.

And the special talents of American business can make this program work.

To launch this program, I have called on American industry to establish a National Alliance of Businessmen.

The Alliance will be headed by Mr. Henry Ford II.

Fifteen of the Nation's top business leaders will serve on its Executive Board. Leading business executives from the Nation's 50 largest cities will spearhead the effort in their own communities.

This Alliance will be a working group, concerned not only with the policy but with the operation of the program.

It will:

—help put 500,000 hard-core unemployed into productive business and industrial jobs in the next 3 years.

—give advice to the Secretaries of Labor and Commerce on how this program can work most effectively, and how we can cut government "red tape."

The Alliance will also have another vital mission: to find productive jobs for 200,000 needy youth this summer—an experience that will lead them back to school in the fall, or on to other forms of education, training or permanent employment.

The Alliance will work closely in this venture with the Vice President. As Chairman of the President's Council on Youth Opportunity he will soon meet with the Alliance and with the Mayors of our 50 largest cities to advance this pressing work.

The Rewards of Action

The rewards of action await us at every level.

To the individual, a paycheck is a passport to self-respect and self-sufficiency.

To the worker's family, a paycheck offers the promise of a fuller and better life—in material advantages and in new educational opportunities.

Our society as a whole will benefit when welfare recipients become taxpayers, and new jobholders increase the Nation's buying power.

These are dollars and cents advantages.

But there is no way to estimate the value of a decent job that replaces hostility and anger with hope and opportunity.

There is no way to estimate the respect of a boy or girl for his parent who has earned a place in our world.

There is no way to estimate the stirring of the American dream of learning, saving, and building a life of independence.

Finally, employment is one of the major weapons with which we will eventually conquer poverty in this country, and banish it forever from American life.

Our obligation is clear. We must intensify the work we have just begun. The new partnership I have proposed in this message will help reach that lost legion among us, and make them productive citizens.

It will not be easy.

But until the problem of joblessness is solved, these men and women will remain wasted Americans—each one a haunting reminder of our failure.

Each one of these waiting Americans represents a potential victory we have never been able to achieve in all the years of this Nation.

Until now.

A Strengthened Manpower Administration

The programs I have discussed are the visible evidence of a Nation's commitment to provide a job for every citizen who wants it, and who will work for it.

Less visible is the machinery—the planning, the management and administration—which turns these programs into action and carries them to the people who need them.

I recently directed the Secretary of Labor to

(*Continued on page 27*)

Closing the Job Gap

KENNETH L. MEINEN

The job gap between black and white in our society cannot be ignored—by private business or by anyone else. Job opportunities for Negroes in business (particularly in large corporations) are improving. But, many problems still exist.

The width of the job gap in private industry is not constant but fluctuates geographically and by job classifications. The gap that exists in most large companies has a common history. Until relatively recent times, there was official discrimination in most corporations; it resulted not from any policy against equal employment opportunity but rather from the lack of a policy of any kind. This was followed by a period of official nondiscrimination and overt unofficial discrimination. The corporation issued an enlightened policy but did little to enforce it, and custom and prejudice did the rest.

Business next entered a period of enforced official nondiscrimination with large numbers of qualified Negroes added to the payroll, particularly of those corporations doing business with the Federal Government. This drove the unofficial discrimination underground and brought us to the typical corporate climate today of official enforced nondiscrimination existing side by side with covert unofficial discrimination. In more practical terms, most large corporations have by enforced policy sprinkled the work force with well qualified Negroes and now face the serious and difficult problem of overcoming unexpressed discrimination—prejudices that are facilitated by an apparent shortage of better-qualified Negro job applicants. We are left with a job opportunity gap that was and is narrowing but at a decelerated pace.

Why the slowdown? First, we do not see as many job-qualified Negro applicants as in the past. One thousand Negroes with acceptable clerical skills undoubtedly could be placed in New York City tomorrow. Apparently, they are not available.

Second, we do not see as many acculturated Negro applicants as in the past. There is often a direct relationship between job qualifications and the acceptability of the applicant's background and personal life. The Negro applicant who is well qualified generally has a typical middle-class background—family stability, continuity of education, good personal grooming, etc. Negro applicants who are less qualified more often will not have background credentials that suggest reliability and responsibility.

Third, operating on the other two factors explaining the gap is a residue of prejudice, conscious or unconscious, in some hiring supervisors.

These, I think, are the principal reasons for the present gap. I do not here attempt to answer why more Negroes are not better qualified or why some have backgrounds that raise questions of reliability and responsibility or have personal habits that work against their acceptance. Nor do I here attempt to determine responsibility for this situation. But, I do say that if business is voluntarily to give Negroes a substantially larger and more meaningful role, we must see that more become better qualified and that more are given the opportunity and are willing to play by the rules of the business community—or they must find a way to change the rules. Floyd McKissick, Chairman of the

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Kenneth L. Meinen is Vice President, Personnel, American Airlines, Inc.

Congress on Racial Equality, has recently said that the power structure of this country is attempting to force middle-class standards on everyone. I think that is true, but there is nothing particularly new about this. We all live with it and make individual choices and decisions.

The thing that should concern us, I think, is not the fact that our society requires us to make a choice among accepting the existing rules, living outside them, or working to alter fundamentally their strictures and privileges. Our concern should be with the fact that many in that society are never given a real opportunity of choice. There is not much support in the business community for changing the rules substantially. There is support for action toward giving all members of our society the opportunity to make a choice—the same kind of choice most businessmen have made and Dr. Timothy O'Leary has made and Rapp Brown has made—support for changes in our society that will assure each individual full preparation to exercise his right of choice.

It is not difficult to see why a young Negro in one of our ghetto areas turns to organizations advocating changing the rules of our society through power and force. He does not choose this course but resorts to it, because he either does not have, or believes he does not have, a chance under the rules as they exist. Our long-range goal must be to offer him that choice.

These are glittering generalities. They do little to erase the fact that unemployment in the so-called ghettos is worse than the total unemployment for all races during the depression of the 1930s, or the fact that in four of the nine cities profiled by the Equal Employment Opportunity Commission, Negro unemployment exceeded the rate of Negro percentage of total employment. While government and private industry must join in a massive program for the future, we must also deal with the problems of the moment. Indeed, our ability to prepare the young people to make the choice of which I spoke must turn in large measure on what can be done for their fathers today. The private sector can and must play an important role in this effort.

The private sector must actively recruit minority personnel. There are Negroes who are qualified but who are not coming to us. We must go to them.

The private sector must reevaluate its job standards. Do the tests we administer to applicants evaluate fairly what is required for the position? Is a high school diploma really a requirement for all jobs within a corporation?

The private sector must work to eliminate the residue of prejudice in some hiring supervisors. We have attacked this problem at American Airlines by asking each department head and major city in our organization to appoint an equal employment opportunity coordinator. When a minority applicant is rejected for questionable reasons, the equal employment opportunity coordinator reviews the interview and decision with the rejecting supervisor.

The minimally qualified must be upgraded. Many Negroes are rejected not for the lack of basic qualifications, but because there are better qualified applicants available. Prehiring training may be a partial answer. Industry should consider accepting minority applicants for training on their own time to upgrade skills.

We need better communication regarding appearance standards that much of private business requires. A young Negro applies for a job for which he is qualified. He shows up for his interview in extreme or unkept clothing and with signs of poor personal grooming habits. He is turned down—but probably never told why. In his mind, I should think, he was turned down for being black and not for the way he looked. The private sector is particularly well equipped to counsel on how to look and act during an interview. We need to be more honest with each other.

We also need to be more honest with ourselves. Those doing the hiring must be forced to face up to their prejudices if they exist, and Negroes must not use their color as a crutch to avoid the fact that they may be unprepared for jobs.

We in the private sector must also overcome the practice of "show piece Negroes." We must not use a small number of Negroes like a United Fund sticker on our window that says "I gave—go away."

We must monitor promotional opportunities for Negroes. They must not only be removed from the "show piece" category, but must, on a merit basis, be moved into all levels of management. We may have to force promote for a while just as we have had to force hire—but it must be done.

Above all, *we must act*. We must not let studies and committees substitute for constructive action. In this regard, there is a passage in Ionesco's RHINOCEROS that seems apropos. In this play, alarming numbers of citizens were turning into rhinoceroses. In observing and lamenting this development, one of the characters observed:

"If only it had happened somewhere else, in some other country, and we'd just read about it in the papers, one could discuss it quietly, examine the question from all points, and come to an objective conclusion. We could organize debates with professors and writers and lawyers, and blue stockings and artists and people. And the ordinary man in the street, as well—it would be very interesting and instructive. But when you're involved yourself, when you suddenly find yourself up against the brutal facts you can't help feeling directly concerned—the shock is too violent for you to stay cool and detached."

The brutal facts and shock of what has happened in this country are too violent for the private sector to stay cool and detached.

THREE VIEWS ON COUNSELING

The Case For Professionalism

W. L. Bergeron

The "new" approach to employment counseling stresses ability and skill on the part of the counselor. The counselor becomes personally involved in the counseling process because we no longer think solely in terms of techniques and quantitative terms but in human terms. The counselor uses rapport and empathy to experience or share with the client his experience, to talk in terms of the client's language, to see as the client sees those things which thwart or interfere with employability.

The professional employment counselor feels that his is a noble calling and often expresses concern that his role is not understood. The counselor role is a noble endeavor, but the very real challenge is to convert nobleness into respect and cooperation. The new counselor and the cornerstone employee of the agency are a generation apart on the counselor role. This is understandable when the role of the Employment Service during the late thirties and forties is recalled, when we think of the placement and claims emphasis of the past, and when it is recalled that offices staffed by 40 people today were staffed by 7 only a few years ago. It is hard to change concepts which have been adhered to for a generation. Lest counselors forget, they and the Nation are indebted beyond measure to those who "misunderstand" for the great success to date of the Employment Service program.

The multitude of new programs and personnel have appeared in such a short span of time that it is only natural for total understanding and transition to require a period of incubation.

The counselor must, in part, assume responsibility for the real or imagined conflict. The dedicated, competent counselor who has a clear understanding of his role is the best agent for meeting this challenge. When the counselor understands his

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role, a first realization must be that he is a member of a team. It is true that the professional counselor has been the recipient of specialized academic training, but to fully realize his potential, he must be a cooperative member of the team.

The awesome responsibility of any counselor, much more the employment counselor, suggests complexity of education and on-the-job training required for competence. It appears that the counselor should have a broad experiential background coupled with a broad general education. The successful counselor should be more alert and more keenly aware of social, economic, and political customs and evidences of change than the majority of the population. It is this belief in the superior awareness and perceptual ability required of the counselor which has led some to say that "inventories of interests are practically useless to the good counselor." This is not to condemn interest inventories but rather is said as a means of emphasizing the level of perceptual acuity required by the counselor.

One objective of formal course work should be to afford the opportunity for the counselor to become a widely read professional in the social and behavioral sciences and in the humanities.

Understand Self First

Education for counselors should equip one with the ability to understand himself as a prerequisite to understanding others. To do this, a sound foundation in human and personality development and adjustment must be provided.

Though no one technique or method may be prescribed for the successful counselor, he must be familiar with the history, various theories, and approaches to guidance and counseling. In view of his employment setting, *the* counselor should be the occupational information expert without peer in his community.

The efforts in Missouri, Arizona, Louisiana, and other States to develop a cooperative meaningful educational program is a credit to State employment security agency and university administrators. The success of these outservice training efforts should prove most beneficial. The writer would propose that efforts should be made to identify one training institution in each State or perhaps each region. Otherwise, there is the danger of spreading resources too thinly.

When resources are diluted to make training easily accessible, the possibility of mediocrity is greatly increased. This has occurred in counselor preparation for other social agencies. In addition to improving the probability of quality by concentrating resources in a smaller number of programs, we often afford the counselor the experience of having to make personal adjustments for improving his competency which parallels the adjustment which must often be made by clients. This should aid the counselor to develop one of the most essential personal qualities for success—the ability to emphasize.

Another challenge is to assess one's personal qualities as compared with those of successful counselors, or as required by the job. Empathy may be defined as the complete or total understanding of another person's feelings, motives, etc. When empathy is present, the counselor sees things through the eyes of the client, and a truly person-to-person relationship exists. Belief systems and behavior are neither condemned nor condoned, but through empathy, acceptance and respect for each person may be evidenced. The counselor must be approachable and give recognition to the worth and human dignity of each individual. Many clients are dominated by threats to the development of a stable, well adjusted personality. When an automobile requires service, a person takes it to a mechanic in whom he has confidence. To offer assistance to a human being who needs service requires no less confidence. The threatened counselor increases rather than ameliorates the problem of a client. It is for this reason that a sense of emotional well-being is a prerequisite to successful counseling. The counselor who listens to the client with one ear and is preoccupied with self with the other will fail. He must become absorbed in the problems, interests, and concerns of the client.

The counselor must recognize the need for work and its effect on human dignity. He must, however personally distasteful, recognize that all jobs, occupations, and vocations are honorable and that they contribute to our economy and to an individual's well-being, whether they be unskilled, professional, entry, or journeyman.

Larger Than Self

Perhaps to a greater extent than is true among other counselors or his coworkers, the employment counselor must have a strong sense of committing his efforts to a task which is larger and more important than himself. The newness of his specialty and the challenges with which he is confronted suggest commitment as a quality which offers motivation and perspective.

The employment counselor may find that, to a greater degree than his counterparts in other agencies, he must have a special knack for understanding and respecting people different from himself in culture, race, religion, or social and economic status.

The employment counselor must have an awareness or sense of his own limitation. He is a specialist, but he must be able to work with others both within and without the agency. He must know the roles of others but have competence and confidence in his own specialty.

The employment counselor should recognize the worth of his contribution to individuals and society. It is

not a weakness to admit limitations. The employment counselor may be conceived of as one spoke in a large wheel which is primarily concerned with increasing employability. It is essential to look to the other spokes for assistance and support. Occasionally the employment counselor may have a client who is physically disabled, and referral to a rehabilitation counselor would be appropriate. Other clients may need referral to mental health or welfare agencies, or one of many other agencies concerned with the realization of a human being's full potential.

The challenges mentioned appear to be typical of those causing the most concern among counselors. A dynamic, changing profession is often faced by challenges as attempts are made to develop perspective. It is to be hoped that, as these challenges are solved, new ones will evolve accompanied by the prospect that employment counselors and the public will gain insight. The greatest challenge facing the counselor is the ability to bring about change. I am confident that with cooperation, understanding, competence, and a little patience, a worthwhile impact will be made. There is evidence today to suggest that progress is being made toward the creation of a new image as old challenges are conquered and new ones arise.

The Case Approach in Madison

JOHN J. MEALY AND PHILIP A. PERRONE

Many kinds of youth enter the doors of the YOC daily. The problems they bring with them are as varied as the young people themselves. What are some of the thoughts and feelings of these youth as they approach the receptionist's desk? If we could read their minds we might learn the following:

"I've got to get a job or my parole officer will put me away again."

"I thought about killing myself, but that won't help my pregnant girl friend, so I need a job to help pay for the baby and everything."

"I really don't want a job, besides, I quit school and can't get a good job anyway."

"A lot of people said they cared about me and wanted to help, but it was just a lot of talk."

"My old man kicked me out of the house because I was 'stoned' all weekend, and because I took drugs and told him about it. He never cared before. I can't see why he's all shook up."

"At school I was always getting into trouble, and I never could get reading and arithmetic. I guess the principal that kicked me out couldn't understand how stupid I felt most of the time."

"I've held a couple of jobs but never for long. It seems like the boss always picks on me for being late or not working fast enough. I don't care—those jobs never paid much anyway."

"I don't see why I should take any old job when I can make more

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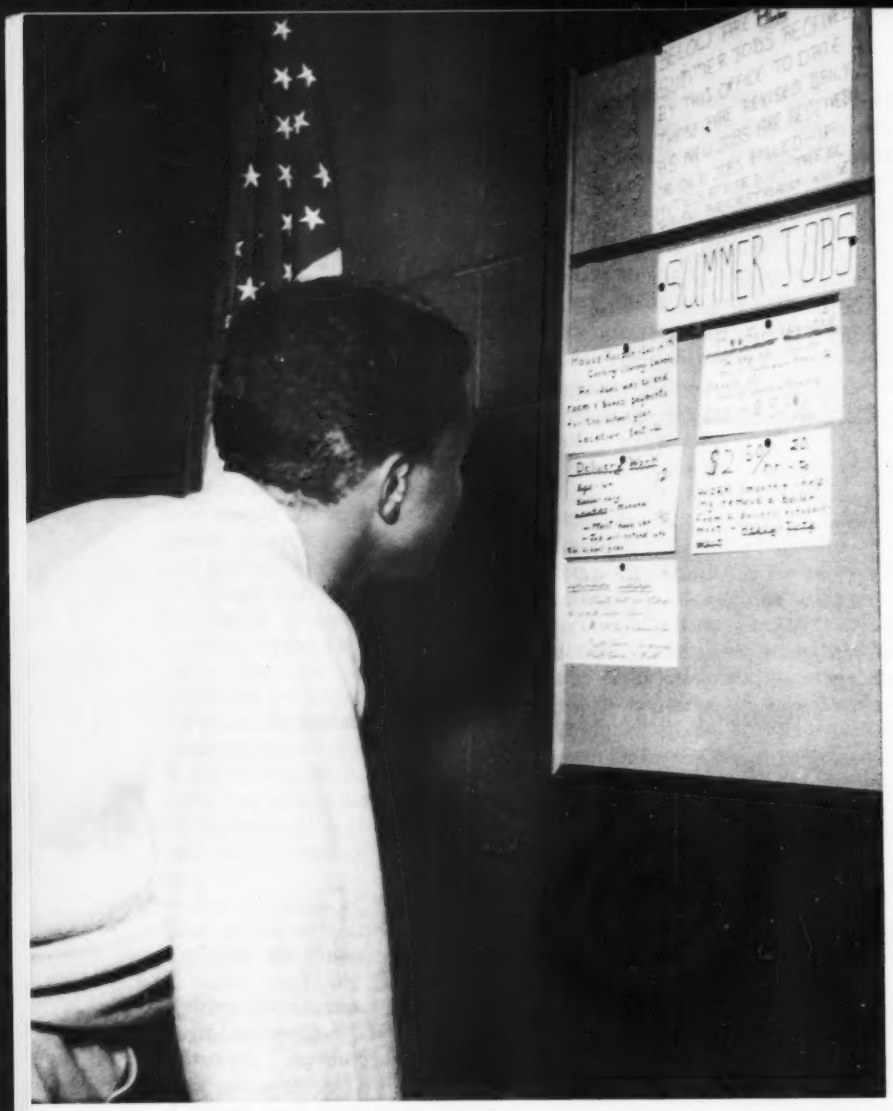


hustling and besides if I make too much my 'old lady' will lose part of her welfare check."

"I tried college and flunked out. Now I really don't know what I want to do—I'll probably fail at anything I try."

"I don't have any money or clothes, and so far, everyone has turned me down for work when they learned that I just got out of a mental hospital. I wish I could go home, but I can't, as my folks would drive me right back."

"I've nothing to lose by coming here and a couple of my buddies got jobs here. Man! That secretary ain't bad—she even seems friendly instead of like that bag where I applied for work. They looked at me like I had leprosy or something."

"Guess this place is like the rest, I've been sitting here 10 minutes, and no one knows I'm alive."

"Another interview, still don't understand why they need to have all that information when I just want a job. Now this guy tells me I am going to have to talk to another guy because I didn't finish high school so I can't get the job I want. He said the counselor (what is that?) would have more time to talk to me and tell me what to do. I wonder if they are giving me the business. I'll wait and see what kind of bull this guy hands me."

These are the thoughts of young people the counselor seeks to help. The characteristics which typify them can be found at most socioeconomic levels. Many young people in school have difficulty making decisions, or have poor family relationships and evidence vocational immaturity. It seems, to adults at least, that all youngsters could turn their energies in more constructive directions. The disadvantaged youth, however, seems to have multiple and overlapping problems.

Distrust Is First Problem

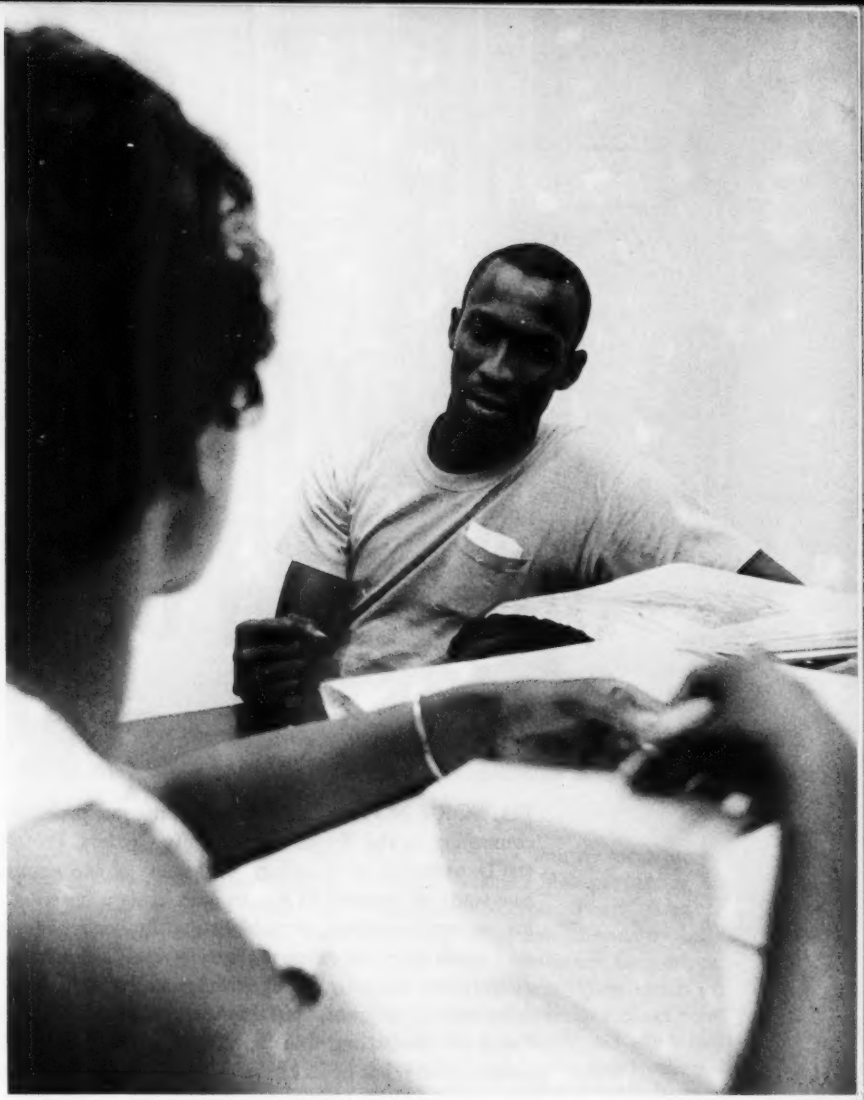
An intense distrust and suspicion of adults in general, and of authority figures in particular, further hinders serving these youth. Regardless of the source of this distrust, it must be handled by the counselor prior to entering a counseling relationship. Most of these youth resist any suggestion of changing themselves or increasing their employability through additional training. Previous academic failures and continued rejection by others have left them unwilling to subject themselves again to the possible failure, frustration, and display of ignorance for which they will be ridiculed. Additional problems arise in counseling with these youth because many have unrealistic work aspirations and attitudes, often feeling capable of doing any job if given the chance while ignoring entry requirements. Other youth, conditioned by previous failure, under-aspire or have no aspirations.

These youth are extremely sensitive to criticism and have difficulty understanding or accepting the overtures of others. They are looking for the gimmick, the string that's attached, because they know nobody gets something for nothing. They demand acceptance on their terms and continually misperceive the in-

tent and actions of the counselor. They develop a series of tests which the counselor must pass. Usually these tests consist of an endless variety of irritating behaviors thrown at the counselor when he least expects or needs them. While these clients presumably want to be accepted, numerous rejections at varying stages in their life increase the amount of counselor effort it takes to convince them of his sincere interest in providing help.

The most frequent behavior they evidence, whether resulting from peer reenforcement or as a defense mechanism adopted for the moment, is a facade of "toughness." This behavior is abandoned only when they realize the counselor can accept their strengths and weaknesses, and after the counselor communicates his respect for them.

The home environment provides a major source of the clients' difficulties. Most of the families of disadvantaged youth have a history of dependence upon public assistance. While some of these youth want to make it on their own, they lack the role models as well as the means to accomplish the vague goals they seek. Some have no desire to end their dependence, while others are willing to change, but they want to depend upon others to make their decisions.



Need for Gratification

It is not surprising that the disadvantaged individuals are confused regarding the kinds of persons they are and the kinds they wish to become. In part, this can be attributed to the broken homes and the lack of adequate adult models. A definite result of all these factors is the overwhelming need these youths have for immediate gratification, whether in job securement, relief from personal problems, or room and meal money. Few have any long-term goals, and the values and goals accepted in our society requiring delayed gratification are unacceptable and almost impossible to incorporate into their value system without considerable effort.

It should not be too surprising that work itself can be the lever needed to initiate change. While the counselor needs to build and maintain rapport in a variety of ways, this type client seldom understands or sees any need for counseling and believes the difficulties he encounters are beyond his control. After securing a job for the client, counseling can center around the individual as a worker, and the job, in effect, becomes a relatively safe basis upon which counseling and eventual personal development can evolve. This suggests that counseling can commence in many cases only *after* work has been obtained.

The dynamics of counseling are foreign to many of these youth. Essentially they are being asked to *trust an adult,* participate in a *verbal* exchange, *admit* their concerns, and *look* at themselves. After a lifetime of avoiding these very behaviors, the need for continued support throughout counseling is readily apparent. When this en-

(Continued on page 34)

Counseling Special Populations

EDWARD GROSS

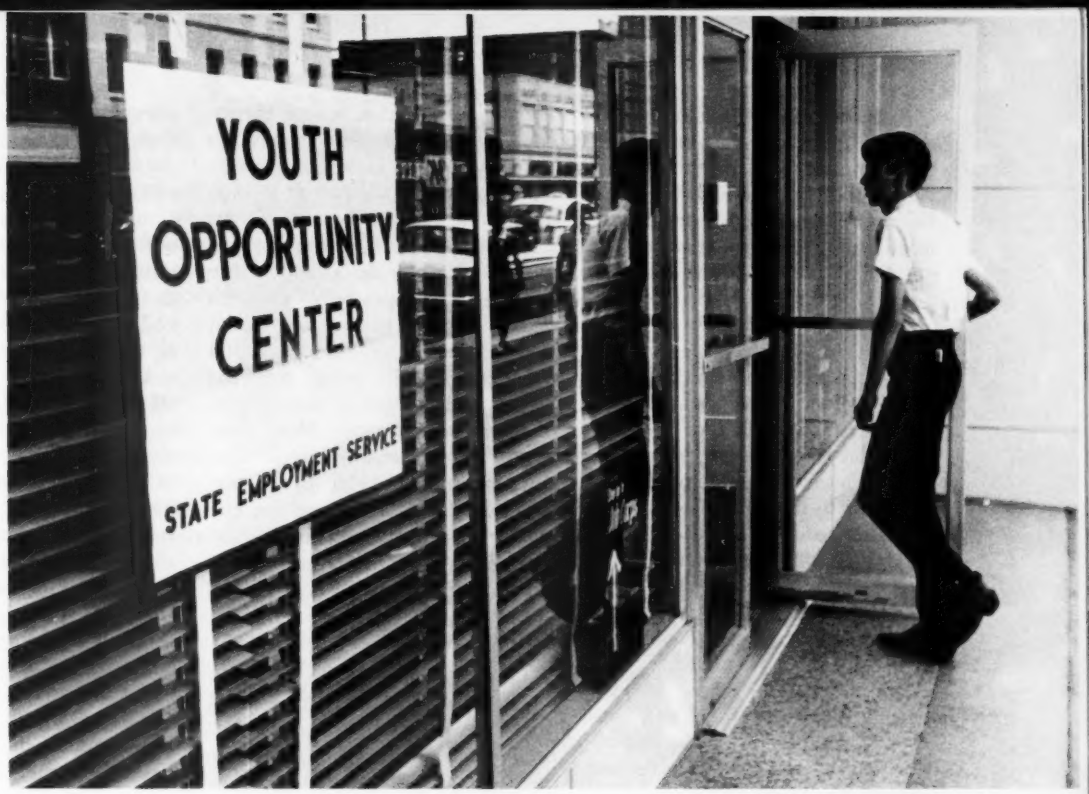
EDITOR'S NOTE: In an effort to pinpoint problems and effectiveness of counseling in the Youth Opportunity Centers, Professor Edward Gross of the Department of Sociology, University of Minnesota, has made an intensive study of selected YOC's in more than a dozen cities. With the help of his research assistant, Arnold Dashefsky, visits were made to the YOC's, and much time was given to interviewing the counselors, clients, and others directly or indirectly involved. The study was done under a Manpower Administration grant, and Professor Gross' report was prepared for the Panel on Counseling and Selection of the National Manpower Advisory Committee. What he has to say offers a realistic appraisal of YOC counseling and a valuable insight into the problems involved in trying to reach and help minority youth.

The Youth Opportunity Centers are operating efficiently and doing an excellent job. Given the speed with which they were set up; the need to compete for funds with other Government agencies involved in poverty; the limited ability to compete effectively for counselors on a salary basis; the fact that the Employment Service had to take on the job of creating the YOC's in addition to its other missions; and the fact that a high proportion of the counselors were borrowed from other agencies or trained hurriedly in short, summer programs, the results are truly very gratifying. As a network, the YOC's are able to respond to change readily, can handle requests efficiently (such as recruitment for the Job Corps centers), and have adapted themselves to local needs very well indeed. Those persons I met and interviewed I felt knew their jobs, took them seriously, and worked hard at them.

However, I have come away with grave *doubts that the approach to changing behavior through counseling will make any significant impact on the employability of the clients.*

Why?

From counseling literature and discussions with professional counselors, I understand counseling to be an effort to help the individual develop insight into himself and a realistic picture of the outside world and help him to function more effectively in relating himself to that world. Put that way, it is a fact and seems beyond argument—



granting certain assumptions. And it is these assumptions that I have found not to hold, in the case of the clientele of counselors in YOC's and other poverty programs.

The assumptions of counselors employed in the YOC's seem to be these:

1. *The client comes voluntarily.* This does not mean he is eager, does not have grave self-doubts, or does not feel quite hostile to the counselor. But he is self-directed, for the most part, though he may need convincing to come in by a persuasive parent, or friend, or helpful community worker. He must then at least be willing to listen to the counselor and to try out what is suggested.

2. *The client wants help.* He may not realize this at first, but he comes around rather soon. He may be hostile, but that is often a mask for basic insecurity. It is a device to test the sincerity of the counselor.

3. *The client accepts the authority of the counselor.* Again, he does not necessarily do so at first, but ultimately, he recognizes that the counselor knows more than he does, and if he will do as the counselor suggests, he will be better off. This is the same authority basis as following "doctor's orders."

4. *The client comes as an individual* and is treated as an individual. (Much is made of this point in counseling literature.) His problems lie within, and there is something inside him that is preventing him from utilizing his potentialities.

5. *The counselor accepts the client* (at least in client-centered therapy). This means he does not necessarily approve of the client's behavior but he accepts him as a fellow human being who can be helped.

These assumptions may hold in a family counselor clinic, where middle-class husbands and wives come for help. They may hold in junior high schools, though perhaps to a lesser extent. They may hold in rehabilitation centers, where handicapped children are brought for care and help. But I have not found them to hold in Youth Opportunity Centers, where a high proportion of clients are Negroes, Puerto Ricans, Indians, Mexican-Americans, hill-people from Appalachia, Cubans, or migratory laborers. When much or most of the counselor's caseload consists of these persons, and when the counselors are primarily college-educated whites, the picture changes drastically.

Let us examine each of the above assumptions in this light:

Voluntary client? Most of these so-called "clients" do not come in voluntarily. In many centers, as high as two-thirds of the boys and one-third of the girls have criminal or arrest records. They come in because their parole or police officers have ordered them to come in, promising them that, if they show progress toward getting a job or self-improvement, the police will cease to "bug" them. Many, of course, are school dropouts, but many of those, in turn, are kickouts, whom teachers and school authorities were glad to get rid of.

Another group of involuntary clients are those who may or may not be in trouble with the police, and who have jobs, although their jobs are not respectable or even may be illegal. Some of these persons show up at the YOC's, because they seek a legitimate front for their occupations. They do not come voluntarily, however, for they have been threatened by police or other authorities to whom they must give an account of how they spend their time.

Whatever the reasons, my experience has been that a high proportion do not come in voluntarily, or even hesitantly pause at the door: They are dragged in by the scruff of the neck, or are just ahead of those who threaten to treat them that way.

Wants Help? Not all, of course, are so rebellious or resistant. Those who are, in some ways, are the healthiest and show the most promise, for they still have pride and independence, however troublesome that may be. There is another group, at least as large, who show just the opposite traits—passive, unresisting, or, in the words of many counselors, "unmotivated." These persons are even more serious challenges, and counselors often despair of being able to do anything with them. These clients are simply "there." One counselor scoffed at the claim that clients are often hostile: "Nonsense. The kids we get are glad to accept whatever we say. Some need some talking to, but most of them quickly come around or need no talking to. The counseling books are sure wrong on that one."

On the contrary, it seems that the counseling books are right and something is wrong in the YOC. If the lack of hostility was due to the warm, accepting approach of the counselors, as some of them insist, we would expect people to be hostile at first, but then reduce their hostility as the acceptance got to them. Instead, these persons are nonhostile from the beginning. Further, the situation should produce hostility if it is not there. We have, as a *very* frequent model, a poor Negro, kicked out of school, threatened by the police who regard his neighborhood as an area the police can control at will, and any home or private business as a dangerous place whose privacy the police can violate if they wish; a person who has been told repeatedly that he is a dropout who will never amount to anything, who often has had troubles with the police and has been unable to get a job, in spite of repeated attempts. Now, how should such a person behave? One way is escapist behavior to the world of kicks. Here we get the pursuit of heightened immediate experience, with the future being left to take care of itself.

Know About Gangs

This trend has become serious in some places, but not for the reasons many have stated. Rather, it has produced shifts in gang behavior patterns. Counselors must learn something about gangs, for their charges often spend much of their time in gangs rather than at home. There *are* gangs of the old, romantic type, with territories, turfs, or domains. In Los Angeles, I met representatives of the Gladiators, Slausons, and the Businessmen. Certain streets function as boundaries, such as Alameda, and the Harbor Freeway. In Chicago, one counseling supervisor drew up a map of the Chicago gangs for his counselors. He located the Racketeers, the Chaplains, Imperial Chaplains, Navahoes, Sioux (pronounced Sī-ox), Devil's Disciples, Double Six Kings, and the Blackstone Rangers. He pointed out solemnly that the Maniac Disciples no longer exist, having broken up into two groups—the Disciples and the Maniacs. However, in New York City, where most persons expect to see gangs everywhere, they have greatly declined. That is, conflict gangs (of the type shown in *West Side Story*) have declined.

Some social workers I spoke to like to take credit, but a more important reason seems to be that those gangs have shifted from fighting to taking drugs. A newspaper editorial I read expressed pleasure at the change, for they are not out on the street harassing innocent passers-by. But they are now a much more serious problem from a health and rehabilitation point of view, and especially from a YOC point of view. These youth do not come in at all, partly because they are hung up on drugs, and partly because the income from even a good job that a YOC might provide will not keep them in drugs.

Where a person who has failed abysmally, and is forced to come, hat-in-hand, and say: "Please, mister, won't you help me, because I'm no good, my mom is a hustler, and I ain't never seen my dad"—I say the appropriate reaction to that *should* be hostility! When I asked one counselor the goals of counseling with these people, she said that we teach them how to get on with the man, how to survive in the world outside the ghetto. Who will submit to such treatment without hostility? The losers, the demoralized, the social isolates. Such persons are hardly what counselors have in mind when they refer to the importance of the client's seeking help and being willing to enter into a healthy relationship with the counselor.

Accepts Authority? The third assumption was the willingness to accept the authority of the counselor. I refer, of course, not to his bureaucratic authority but to his professional expertise as a counselor. Here there are some serious problems. On the one hand, supervisors and managers sometimes worry that the counselors are too professional. One YOC manager stated the sentiments expressed by almost all whom we interviewed:

"Let's not forget that the ultimate goal of this whole business is to get people jobs, or at least increase their employability. We can go only so far with these medical and psychological problems, group counseling, testing, and all the rest.

I buy all those things, if they have something to do with employability. But counselors too often lose sight of that fact and get all charged up about a kid because he's 'a challenge.' Even after he's at work and getting along, some want to help him with other problems he's facing—maybe how he gets along with his sister. There has to be a limit to what we do."

While managers often feel the counselors are getting too professional, outside consultants to whom I have spoken are worried that they are not professional enough. Some feel the trouble is that the counselors take on serious cases with deep-seated problems that they are unqualified to handle, and then get in over their heads and call for help. One result is that many referral agencies have low opinions of the competence of the counselors in the YOC's.

To many counselors, the obvious answer is to get more and more professional, that is, take further work, get an M.A., perhaps a Ph. D. I am not so sure.

Counselors report being threatened with knives, receiving threatening phone calls, profanity in interviews. The more professional the counselor gets, the less patience he has with such behavior. It may be a challenge to his professional abilities if such behavior is a test of acceptance, but having one's car broken into is not such a test, it is simply theft. And some counselors, I find, have lost all patience with working under such conditions and seek the more protected (if less challenging) work of the school guidance counselor.

The authority of the counselor can rest to only a limited extent on his professional expertise. He must somehow gain acceptance, even with very little professional expertise. In any case, he is often considered by the client as a bureaucratic official whose authority is a part of the police power. When failure to follow the counselor's counsel means the client will fail to get a

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job, he is likely to find her "convincing," whatever she says.

Client An Individual? The fourth assumption is that clients come in as individuals whose attitudes, skills, or points of view are to be changed. Of course, this is true of some. But at YOC after YOC, when I stepped into the counseling area, I saw the counselor on one side of the desk—well-dressed, doing his job—and on the other side of the desk, the client, lower-income, from another world. It is claimed that the skilled counselor can penetrate any culture differences or group differences, and perhaps that is true. It does not seem to be true of these counselors who are, perhaps, not sufficiently trained or skilled.

Attitude Toward Counselor

Nor am I referring simply to cultural differences, which can be bridged by understanding or by education in the "culture of the poor." Some applicants come to the YOC as members, even representatives, of well organized groups. They see the counselor as a policeman or as "Charlie"—the man who stands in the way, rather than a person who can be helpful. The professional conception of counseling assumes, of course, that the counselor does not simply manipulate the client or act as an agent for public authority for the imposition of sanctions. However, if the client regards the counselor as simply one member of a bureaucracy whose assent must be secured in order to obtain the benefits of a program, the counselor's opportunity to perform his professional tasks will be severely abridged, and there is considerable danger that the counselor will become demoralized to the point where he comes to regard the client as someone who must be manipulated in turn. Few counselors seem to have reached this point, but some of these, I believe, simply stop trying to help such clients.

When clients regard themselves not simply as individuals seeking help from a counselor but as representatives of a well organized group which is at war with the "establishment" which the counseling service represents, everything changes in the relationship. Persons trained in traditional counseling practices, as most of the counselors have been, expect clients to be hostile, anxious, to feel guilty, to have low self-esteem, and perhaps to be unwilling to make decisions themselves. It is just such persons whom they are trained to help. But if an individual is part of an organized group, some of these characteristics may be absent or take different forms. For example, their membership in such a group reduces any sense of guilt since the blame for their condition is projected onto the broader society. Hostility is not likely to be any the less, but it is organized and focused on specific targets, including the counselor himself.

Acceptance of Client? The last assumption was that the counselor accepts the client. But because of the gulf in social class, education, social world, and sometimes in race, the counselor's ability to bridge the gap is sorely tested. I have found that, far from accepting the client, many counselors simply do not in spite of their best attempts to do so. Many simply cannot accept clients whom they dislike or of whose behavior they strongly disapprove. Especially is this likely when the offensive behavior that the client exhibits is not due to any internal problems the counselor can help with, but is part of a campaign to harass and upset the counselor. Or the behavior that brought the client in may have been a violation of the law, caused not by inability to deal with authority or rebelliousness, but as part of a civil rights demonstration which involves deliberate, calculated violations of the law. When a counselor tries to show this client that his behavior is caused by something within him, he is usually regarded as simply stupid.

What, then, can be done? For those clients with illegal or unrespectable occupations, I doubt that much can be done. One young man who made a living by pandering for several girls spoke of his future this way: "The counselor, she says to me: what about the future? How long will this last? I says to her: 'Girlie. I think my occupation is going to still be around when counselors are scarce as hens teeth.' Hell, man, the future never looked so promising." History (and biology) would both appear to be on his side.

Ethnic Identity. For such persons then, little can be done. But what of the rest? What of the demoralized, the alienated, the proud, the organized? I have no solution, but I have begun to wonder whether perhaps the initiative must come from some type of self-help approach as represented, perhaps, by the Opportunities Industrialization Centers associated with the Rev. Leon Sullivan of Philadelphia, or a similar approach under the name of SER, a Latin-American organization in the Southwest with headquarters in Albuquerque, and supported by such local organizations there as the GI Forum and the LULAC (League of United Latin American Citizens).

Glazer and Moynihan, in their major study of the ethnic groups of New York City, wrote: "In 1660, William Kieft, the Dutch governor of New Netherland, remarked to the French Jesuit Isaac Jogues that there were eighteen languages spoken at the tip of Manhattan Island. There still are, not necessarily the same languages, but at least as many; nor has the number ever declined in the intervening three centuries."

Differences Remain

Race, creed, and color, far from disappearing in the United States, are as important as ever. And everywhere I have gone, I find the YOC's to be full of persons of different accents, different appearances, different social worlds: Indians in Minneapolis, who may be late for

appointments with counselors, because something more important is happening at home; Mexican-American boys in Salt Lake City, who avoid clerical or office jobs, because they see their work as a way of expressing their masculinity; Puerto Ricans in Chicago with great independence and pride, who may express it in returning to Puerto Rico and perhaps leaving no forwarding address for the exasperated counselor; Appalachian whites who are often not strongly motivated to seek work or hold a job, because their family ties are so strong and they can always bunk in with a relative if the going gets rough; Negroes, in all their manifest diversity, from the rural migrant from the South, lost in the city of Los Angeles, to the cool cat of New York City, urbane, sophisticated, who regards Martin Luther King as a strange preacher from the South who should go back there; a colony of Central Americans, from El Salvador and Nicaragua that I found made up much of the clientele of a Youth Opportunity Center branch in San Francisco, but who came of middle-class, even upper-class aristocratic lineage, and who were terribly proud, and of course, in San Francisco, the Chinese.

Chinatowns, as residential areas, are disappearing in the United States, but not in San Francisco. There are now about 3,000 a year who come in above the quota, as parolees, mostly from Hong Kong. And the youth are organized in two sets of gangs—native-born, and recent migrants. The migrants in turn are further subdivided into levels. In order, at the top, are those from Peking; next, those from Shanghai; third from Taiwan; and at the bottom, those born in Hong Kong. The old Tongs, now called Family Associations, are still trying to meet the needs of immigrants for housing and jobs, but are rapidly proving unequal to the job.

It would be a mistake, or at least not going far enough, to draw the conclusion that the counselor should learn more about ethnic and group differences. Of course, he should, but I do not believe that is getting to the heart of the problem. It is not ignorance as such that causes problems, for I find much the same problem even when the counselor is himself a member of the ethnic group and "understands." For even when the counselor "understands," his tendency is to try to get the client to *give up* his ethnic identity. So getting him reecruited into the Job Corps is often considered desirable so he will, in the words of one counselor, "get away from those Mexican-American friends of his who keep dragging him down." Or the family is conceived of as an evil influence, or the church treated as a blood-sucking octopus, seeking its tithe and caring little for anything else.

Make Identity Work for Client

My major conclusion, then, is that it is essential to assist the client to realize his potentialities but in such a way that his ethnic identity, far from being abandoned, will become a positive source of pride and major motivator of behavior. For it would seem that destroying the individual's identity, or asking its abandonment as a price of participation in educational or other programs, is self-defeating, for one can hardly think of anything more likely to destroy motivation.

The question then becomes: How does one change behavior (and I do not doubt for a moment that education, training, and attention to individual needs are absolutely essential to increase employability) in such a way as to make the individual's identity work *toward* supporting such change as one is endeavoring to bring about?

The following five suggestions are intended only as possibilities which might be explored. They are actually being tried on small and hit-and-miss bases in some places. They need more systematic use or at least examination.

A. *Personnel Changes*

1. Make use of members of the minority group as sources of information, for public relations, and as community workers. Often such persons can be put on the payroll under the Neighborhood Youth Corps. They know the community, can dig out the hesitant, suspicious youth, and can, sometimes, get him to come in, or change his attitudes about the YOC.

2. Try to hire as many counselors as possible from the groups represented by the clients. Such a counselor can serve as a resource person to explain puzzling behavior, have great symbolic value in countering accusations of critics of the YOC, and help members of his own ethnic group understand their often contradictory impulses. Although this conclusion seems fairly easy to justify, I make it in part because I found, to my surprise, that a number of counselors were actually opposed to hiring any members of minority groups, saying the whole thing was "irrelevant to good counseling."

B. *Organizational Changes*

1. Relate actively and positively to ethnic agencies and organizations. The groups are almost always organized. There are settlement houses, political parties, labor unions, fraternal organizations, self-help immigration societies, clubs, churches, civil rights groups, and others. Do not limit oneself to the formal, institutionalized organizations. Short and Strodtbeck, in their monumental study of Chicago gangs, point out that the community life of Negro lower income persons can easily be overlooked. Much of it is informal and quasi-public. It consists of such institutions as quarter parties, informal neighboring from one's front steps, and neighborhood pool halls and taverns.

How can one find out about such forms of organization and get access to them? This is a question which must be answered differently in each

(*Continued on page 29*)

Manpower Directions '75

HOW A STATE AGENCY DELIVERS THE MESSAGE

EDWARD HELER

For the past several years, this Nation has been attempting to resolve the interesting paradox of manpower shortages in hundreds of occupational fields with thousands of job openings going unfilled, while at the same time thousands of persons experience employment as a "never" or "sometime" thing. The manpower legislation of this decade, beginning with the Manpower Development and Training Act of 1962 and extending through the Vocational Education Act, the Economic Opportunity Act, and many other current acts, is the vehicle of the national effort to resolve this paradoxical situation by bridging the gap between the unfilled job opportunities and the unemployed and subemployed.

It must be recognized, however, that most of the resources provided by manpower legislation have had to be used as treatment for society's and the economy's past and present ills. As preventive medicine is practiced to stop epidemics before they start, so must preventive manpower medicine be practiced to cure the ills of manpower shortages and human resource waste. President Lyndon B. Johnson in his 1967 MANPOWER REPORT OF THE PRESIDENT stated that the time to prevent manpower shortages is before they happen. Following this same line of reasoning, one could also state that the time to prevent poverty and human waste is before it happens, too.

Officials of national, State, and local health services know from experience that successful preventive medicine requires an informed, knowledgeable, and involved community. Their particular community consists of employers, educators, civic groups, labor, and John Q. Public himself; this, also, is the same community that the Employment Service must reach to practice its preventive medicine in combating the manpower epidemics of human resource waste and labor shortages.

Edward Heler is Acting Chief of Manpower Research and Analysis, Arizona State Employment Service.

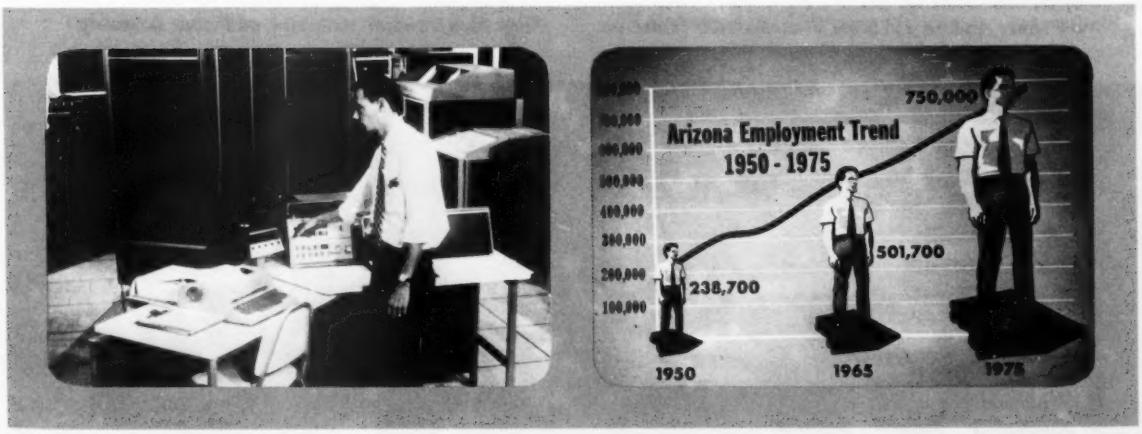
Manpower Directions '75 was produced as a tool to develop an informed and knowledgeable public in Arizona and to promote total community concern and involvement in Arizona's manpower problems. It is an 18-minute sound-slide film which, through the vehicle of full-color slides with a coordinated sound track, carries the message of: (1) Arizona's economic potential by 1975; (2) manpower needs to achieve that potential; (3) manpower problems; and (4) recommendations for action programs to be carried out by employers, educators, manpower agencies, and the public to prevent human resource waste and manpower shortages to insure that Arizona's economy can achieve its potential,

Why a sound-slide film? Wouldn't a manpower outlook publication do just as well? A publication, also entitled *Manpower Directions '75,* is a manpower outlook study of the Arizona State Employment Service published late in September 1967. Unfortunately, publications of this nature cannot be distributed throughout the whole community. They also, of necessity, contain much detailed data on economic and employment trends, future occupational patterns, manpower shortage trends, and so forth. The nontechnically trained person either is not interested in reading or loses the intent and meaning of the information. The sound-slide film, through both visual and audial contact, carries the essential information without the detailed data. The content and color of the slides, with the emotional flavor of the narrator's voice and the impact of the recorded interviews, backed up by the appropriate musical background, present the meaning and appeal of the message.

First shown March 9, 1967, before an audience consisting of 50 of Arizona's leading and most influential business, industrial, educational, governmental, and political leaders, it has had, through August 1967, 30 showings to over 2,000 people and a television screening. It has been influential in providing the impetus behind action programs that are being developed and recommended by such distinguished organizations as the Phoenix Chamber of Commerce, the Governor's Joint Committee on Economic Development, and State and local vocational education advisory committees. For the next few months, more than 20 showings of *Manpower Directions '75* have already been booked, reaching a potential audience of another 1,500 persons.

The accompanying photographs are examples of the 145 color slides that make up *Manpower Directions '75,* along with descriptions taken from the script. They are selected to provide a synopsis of the full production.

The Arizona State Employment Service will loan for a 1-week period a copy of the slide-film and sound-tape, *Manpower Directions '75,* plus instructions on its use to any State agency or other manpower group for its review. Inquiries should be addressed to: Edward Heler, Acting Chief of Manpower Research and Analysis, Arizona State Employment Service, P.O. Box 6339, Phoenix, Arizona, 85005.



1. Arizona's new economy, based on capital and people, increasingly uses sophisticated machinery and methods.

2. In 1975, we expect total employment to be 50 percent larger than in 1965 . . .

3. Manufacturing employment . . . will grow another 93 percent by 1975.

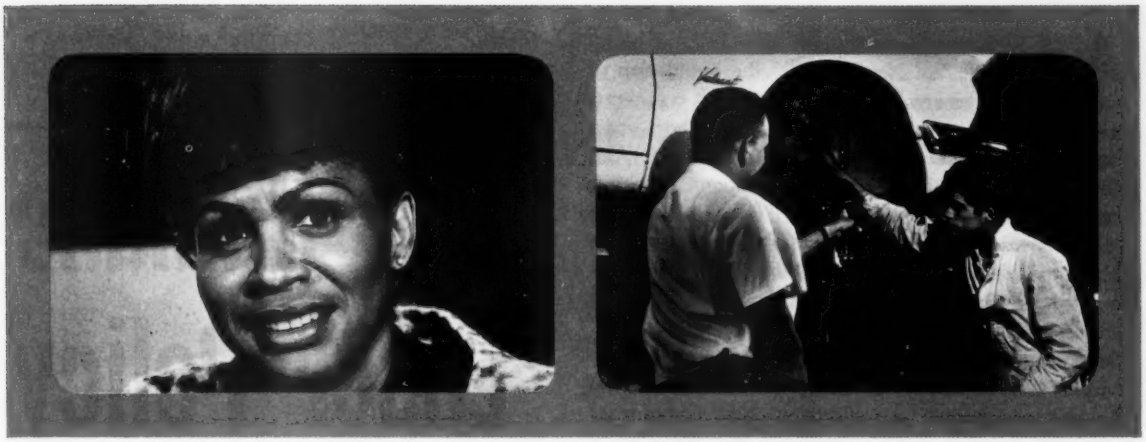
4. Employment in the service industry . . . will increase by 66 percent by 1975.

5. This farmwork labor . . . we only get a little bit of it, and what we get . . . you can't even exist on that. And in 1975 we'll need 3,000 fewer on the farms.

6. This projection is the occupational profile we will require in 1975. It reflects Arizona's changing occupational structure and new economy.

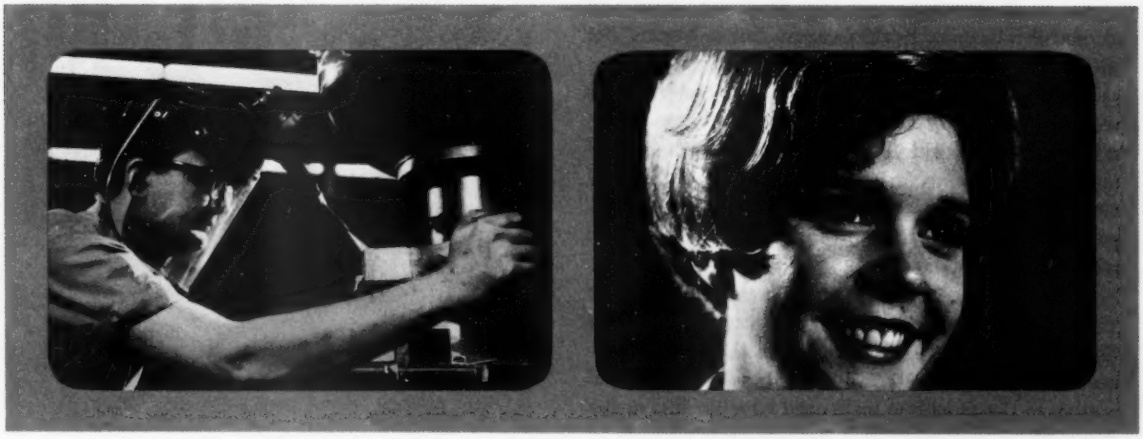
7. Could this young woman work in any company? Or would the fact that she is blind bar her . . .?

8. Have these hands lost 40 years of skill at the turn of one calendar page?



9. "We have various programs that are letting these people be trained . . . in Job Corps, NYC, MDTA . . ."

10. We must create an atmosphere of exposure to the world of work.



11. . . . There is as much dignity and art . . . in refining a machine part to extremely fine tolerances as . . . in any . . . white collar work.

12. In the words of a young student teacher, "They're great kids now . . . very responsive . . . they still have to be guided more."

13. We must train or we'll force more Arizonans into frustrations of uselessness and destitution.

14. We can stimulate the young to learn and provide the means.

A Humane Labor Policy

DETON J. BROOKS, Jr.

At 11 a.m. on last November 20 the population of the United States reached 200 million. This represents a gain of more than 21,520,000 in the 7 short years since the last Federal census was taken in 1960. And the experts tell us there will be 300 million Americans by the year 2000.

In a great measure, this increase has proved to be a blessing. It has created an enormous and healthy demand for more and more goods and services, thus providing more jobs at better wages and a standard of living without parallel in the history of the world.

This almost unbelievable population increase has helped to reinforce the industrial and commercial strength of our country and has been the prime factor in making possible the longest continuous upward swing in the total economy that this or any other nation has ever experienced.

From an overall view, the American Nation is powerful, vigorous, healthy, and affluent beyond the most optimistic predictions of only 10 years ago.

The United States industrial plant now produces some 42 percent of all the goods and services in the noncommunist world. The gross national product will reach $1 trillion before 1975. And our technology constantly provides new break-throughs which improve our living conditions. Employment is now at an alltime high.

Generally, the American people live on an economic and social plane unequaled in the history of civilization. In most areas, and especially in the urban areas, even those citizens who are considered to be at the bottom of the economic scale need have no fear of the threat of malnutrition. This has not been so, even in years of peak prosperity, during the 192 years of our existence as an independent Nation.

Everybody has access to some kind of houing and health services. These are not always as good as we would like them to be, nor as good as they will be if even the minimal goals for housing and medical services are achieved.

By contrast, consider those countries where there is almost complete economic and social dislocation, where people are living in the streets and death from outright starvation is common. India, with its 700 million people, is an example. In its present state, it would be foolish as well as impossible to postulate for that nation a comprehensive manpower policy of the nature that is now feasible in the United States.

What makes the difference?

The difference lies in the fact that the United States has now achieved such a degree of technological sophistication and productive efficiency as to make it possible to talk and to plan realistically for the use of human beings as humans, not as so much raw material for the industrial plant, and to shape a manpower policy around this concept.

Here in the United States we can address ourselves to a comprehensive policy for the humane utilization of manpower which optimizes the creative potential of the people of our country in the terms of the continuous social and economic development of the Nation's total resources.

In defining manpower today, it is possible to formulate a far more searching question than has ever been possible in the past. It can now be asked: "How can

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for the Affluent Age

the productive energies and skills of more than 200 million men and women and children be generated to further the development of the total of our society?"

We are able to pose that question because our technology and our surging productive capacity have created the economic climate that makes it possible to support this concept in the foreseeable future.

No longer do we have to consider human beings only in terms of their capacity to feed, or more precisely to be fed into, the industrial maw. Instead, we can consider them in the terms of their own potential, and in the terms of harnessing their energies and skills for the benefit of the total society.

Let us briefly review certain salient aspects of our economic development which support this thesis.

For ages (through the middle of the 19th century even in our own country), productive capacity was based on the toil of slaves. Whether the system was moral or a cancerous evil, the fact remained that machines had not been developed which would make degrading human exploitation unnecessary. Somebody had to pick the cotton and hoe the corn, and the slaves did it.

Even after developing technology made slavery—whether outright human bondage or industrial slavery—obsolete, our embryo industrial complex demanded a variety of human duties which precluded the humane use of human beings, except for only a very select few.

Gradually, over the years, we have seen a phenomenon develop. As our technical expertise has increased and multiplied, productivity has leaped forward, but even as this has happened, the industrial complex has been less and less demanding on the human beings who provide the muscle and sinews and skills that guide the machines. Working hours have lessened, the dependency on human labor has decreased to such an extent within the past 2 decades that we now approach an era where labor and leisure can be component ingredients of the life of every man and every woman in America.

Thus, the very nature of American society today demands a relook and a reevaluation of our total manpower policy against the realities of modern society. No longer can manpower policy be defined in the terms of industrial needs alone. For it is a demonstrable fact that all the people of this great urban and industrial Nation can be decently housed, adequately fed, and well clothed under our private economic system with only a fraction of the human input required in the past.

A new definition of manpower policy can now, indeed I feel that it must, take this reality into consideration. Not only can it be broad enough to consider the needs of production, but its less demanding human role makes it possible—perhaps imperative—that the needs of human beings be considered first in that definition.

For this manpower policy is inextricably interwoven into the social policy: The minute one begins to talk of human welfare, he leaves the marketplace per se and begins to consider factors other than the purely economic ones.

We must take a look at the whole society itself. We must disarm the structural deficiencies of that society which handicap our effort to achieve the objectives of a manpower policy designed to release the creativity of all human beings. It must of necessity have a built-in strategy to modify institutions and governments which limit our ability to attain these objectives.

It is within this context that I would like to consider the manpower problem in our urban areas and to suggest some methods of dealing with that problem.

Eighty percent of the people who live in our urban areas are fully involved in the total life of society, but it is still a fact that technological and social advances have brought about grave dislocation for the other 20 percent.

They do not share in the wealth of economic, social, and cultural advantages of the Nation. They exist in a sub-culture of the disadvantaged, alienated from the mainstream of society.

Jobs alone cannot solve the problem of the urban poor nor of 30 million Americans who crowd the relief rolls or try to subsist on the $3,130 a year (for a family of four) which has been called the poverty level.

When we speak in terms of merely getting a person a job, we are talking about employment in much the same context in which it has been regarded throughout history.

Once we move away from the concept of employment as human fodder to feed into the industrial complex, we will have moved 180 degrees in our thinking and our practices. Thus, the consideration of human beings and their potential becomes the prime objective of that policy.

In consideration of the fact that manpower policy can—and should—be used as an instrument for social change, we cannot separate the human element from the technological change or the industrial need.

The human being needs education, training, and competence. His health is a factor in his ability to get and hold a job—and so is his environment.

We are talking about people. We are talking about the Negro, who is gradually becoming the major human component of the inner city. We are talking about the Spanish-speaking residents. We are talking about the whites of Appalachia. We are talking about the American Indians—10,000 of whom live in the Chicago area alone. We are talking about every race and every color.

Not only that, we are talking also about members of minority groups who have acquired the necessary education and training, but whose potential has been diminished and vitiated by the prejudices against which they must contend.

Let there be no mistake—jobs are available. A recent report on job openings in the Chicago area alone revealed that more than 60 percent of the openings reported to employment offices in the area had been on file for more than a month.

A totally comprehensive manpower concept also requires educational and legal processes, including laws, to break down the social obstructions and provide members of minority groups access to communities outside the inner city core, to which they are now mostly confined.

Transportation is as essential for the person leaving the city to work as it is for the person coming into the city. Industry must help solve this problem by providing subsidized transportation from certain points.

One of the major limiting factors which prohibits the full use of our total manpower is health. Let me quote from a recent manpower report entitled, "Joblessness in Urban Slums," issued in 1967 by the U.S. Department of Labor:

"Health problems are more widespread and health standards much lower in slum areas than in more affluent sections of cities and the country generally. How much of the subemployment of slum residents is traceable to chronic health problems and disabilities cannot be estimated precisely, but probably around 10 to 20 percent of the individuals involved have such problems.

"Of the slum residents who were jobless and seeking work, 6 percent considered health problems the main reason for their unemployment. And the proportion of men with disabilities so great that they are unable to work is much higher in poverty than in nonpoverty areas.

"Undoubtedly, the overcrowded housing and poor physical environment of the slums (for example, the presence of refuse and rats) contribute to these and other differences in disease rates. The poverty of the average resident also limits his diet and makes him unable to pay for adequate health services. And despite the high incidence of illness and disability among them, slum residents conspicuously lack adequate medical services and hospital facilities, public or private."

Diagnostic and treatment facilities are a necessity in bringing an end to the waste of human potential because of the lack of medical care. Those who are kept from full productivity because of physical ills should have available resources for rehabilitation.

One other inhibiting factor in achieving a comprehensive manpower policy is the problem of day care for young children. This is a crying need, especially in those cases where the household is headed by a woman.

Industry must realize that, in order to operate, it needs a readily available manpower pool from which to draw. And it must be equally aware of the fact that when it moves from urban areas to suburban sites, it

automatically decreases the source of manpower which is available.

With the rapid expansion of the geographical areas of our metropolitan communities, it is folly to deny a person the right to live close to his job, and wisdom to provide swift and reasonably priced transportation for those who must travel considerable distances between home and job.

But it means more than this, for we are faced with the problem of rebuilding the inner city as a place where any citizen may have access to all the advantages that society has to offer.

Again, industry, which spends hundreds of millions of dollars advertising for personnel, should allot some portion of that money to train people for the jobs that go begging for months, often because the workers can't get to the place where the jobs are.

It is not industry's job alone. In our complex society, it would be impossible for industry to accomplish this task without help from the public sector and the general populace. This problem involves not only people and their jobs. It involves people with people.

A policy of unilateral confrontation of the problem by either government, industry, private organizations, or any single group is a policy doomed to failure. And a policy of superficial cooperation between all groups, each concerned primarily with its own narrow aims would be even more disastrous.

Government must use its powers to halt discriminatory practices by which the people are relegated to locales, jobs, and salaries which make it virtually impossible for them to utilize their full capacities for the good of all.

States, cities, and other branches of government should lend their weight to legitimate efforts to make sure that any American can work where he is best qualified.

Today's technology has succeeded in solving the problem of production and given us the opportunity to focus on a comprehensive manpower policy—a policy which maximizes the potential of all members of our society.

When we talk about a virile and healthy economy, we are talking about social change—for, in every society where social instability is rampant, the economic factor has been one of the major contributing causes.

Old concepts of manpower—concepts which left the human being at the mercy of the boom-and-bust theory—must be discarded. A new approach is needed, and we are stating today that such an approach must consider the human element as the primary factor in a total manpower system—and that the skills of every member of our society be developed to the greatest extent possible.

Only when this has been achieved will America itself have realized its full potential.

To Earn a Living

(*Continued from page 5*)

strengthen and streamline the Manpower Administration—the instrument within the Federal Government which manages almost 80 percent of our manpower programs.

That effort is now close to completion.

But we must have top administrators now—both here in Washington and in the eight regions across the country in which these manpower programs will operate.

As part of our new manpower budget, I am requesting the Congress to approve more than 600 new positions for the Manpower Administration. These will include 16 of the highest Civil Service grades.

The central fact about all our manpower programs is that they are local in nature. The jobs and opportunities exist in the cities and communities of this country. That is where the people who need them live. That is where the industries are—and the classrooms, the day care centers, and the health clinics.

What is required is a system to link Federal efforts with the resources at the State and local levels.

We already have the framework, the Cooperative Area Manpower Planning System (CAMPS) which we started last year.

Now I propose that we establish it for the long term.

CAMPS will operate at every level—Federal, regional, State and local. At each level, it will pull together all the manpower services which bear on jobs.

But its greatest impact will be at the local level, where it will:

—Help the communities develop their own manpower blueprints.

—Survey job needs.

—Assure that all Federal programs to help the job seeker are available.

As part of our manpower budget, I am requesting $11 million to fund the Cooperative Area Manpower Planning System in fiscal 1969.

Occupational Safety and Health

The programs outlined so far in this message will train the man out of work for a job, and help him find one.

To give the American worker the complete protec-

tion he needs, we must also safeguard him against hazards on the job.

Today, adequate protection does not exist.

It is to the shame of a modern industrial Nation, which prides itself on the productivity of its workers, that each year:

—14,500 workers are killed on the job.

—2.2 million workers are injured.

—250 million man-days of productivity are wasted.

—$1.5 billion in wages are lost.

—The result: a loss of $5 billion to the economy.

This loss of life, limb and sight must end. An attack must be launched at the source of the evil—against the conditions which cause hazards and invite accident.

The reasons for these staggering losses are clear. Safety standards are narrow. Research lags behind. Enforcement programs are weak. Trained safety specialists fall far short of the need.

The Federal Government offers the worker today only a patchwork of obsolete and ineffective laws.

The major law—Walsh-Healey—was passed more than 3 decades ago. Its coverage is limited. It applies only to a worker performing a government contract. Last year about half of the work force was covered, and then only part of the time.

It is more honored in the breach than observed. Last year, investigations revealed a disturbing number of violations in the plants of government contractors.

Comprehensive protection under other Federal laws is restricted to about a million workers in specialized fields—longshoremen and miners, for example.

Only a few States have modern laws to protect the worker's health and safety. Most have no coverage or laws that are weak and deficient.

The gap in worker protection is wide and glaring—and it must be closed by a strong and forceful new law.

It must be our goal to protect every one of America's 75 million workers while they are on the job.

I am submitting to the Congress the Occupational Safety and Health Act of 1968.

Here, in broad outline, is what this measure will do.

For more than 50 million workers involved in interstate commerce it will:

—Strengthen the authority and resources of the Secretary of Health, Education, and Welfare to conduct an extensive program of research. This will provide the needed information on which new standards can be developed.

—Empower the Secretary of Labor to set and enforce those standards.

—Impose strong sanctions, civil and criminal, on those who endanger the health and safety of the American working man.

For American workers in intra-state commerce, it will provide, for the first time, Federal help to the States to start and strengthen their own health and safety programs. These grants will assist the States to

—Develop plans to protect the worker.

—Collect information on occupational injuries and diseases.

—Set and enforce standards.

—Train inspectors and other needed experts.

Conclusion

When Walt Whitman heard America singing a century ago, he heard that sound in workers at their jobs.

Today that sound rings from thousands of factories and mills, work benches and assembly lines, stronger than ever before.

Jobs are the measure of how far we have come.

But it is right to measure a Nation's efforts not only by what it has done, but by what remains to be done.

In this message, I have outlined a series of proposals dealing with the task ahead—to give reality to the right to earn a living.

These proposals deal with jobs.

But their reach is far broader.

The demand for more jobs is central to the expression of all our concerns and our aspirations—about cities, poverty, civil rights, and the improvement of men's lives.

I urge the Congress to give prompt and favorable consideration to the proposals in this message.

LYNDON B. JOHNSON

THE WHITE HOUSE,
January 23, 1968.

Special Populations

(*Continued from page 19*)

YOC. First, use must be made of the community workers or aides, and of the counselors who are themselves members of minority groups for such information. Once hired, these persons often are treated as if race or ethnicity no longer made any difference—they now become, simply, "counselors" or "employees." However, they are still members of their own groups, and can be turned to for questions on the social structure and behavior patterns of their own groups, where this information is relevant to good counseling.

Second, the manager of each YOC should himself become familiar with the community his center serves. Like his counselors, he should spend some time in the community becoming familiar with the world that brings his clients in and produces many of their problems. Further, his own display of interest will provide an important model for his counselors.

2. There is the possibility of supporting indigenous organizations, often seeking to do much the same job as the YOC is doing, but for a particular ethnic group only. I refer to the Opportunities Industrialization Centers for Negroes, the Jobs For Progress Centers of SER for Mexican-Americans, and similar organizations I referred to above. These are definitely not *the* answer, and are expensive, as a matter of public policy. Are we then, one might ask, to have a Chinese YOC, an Indian YOC, a Cuban YOC, one for every group? No. But the attempts of *some* of these groups to create their own organizations to help their own people get training, education, and job counseling should be met with sympathy and active help. Counselors can be loaned, testing facilities made available, job information exchanged, clients referred (this could certainly go two ways). Such centers, if they are built, can do an essential job that the YOC cannot do. For the minority member who goes to his own center, which his own people have built and which they man (perhaps even hiring some outsiders to help) is not simply accepting a handout from those whose motives he questions anyhow. He is, by getting training and getting a job, helping his own people show what they can do. He may even come to feel that he is dishonoring his people if he does not. Such a client is likely to have few motivation problems.

3. The role and limitations of the counselor should be clarified. Part of the problem, as I have said, is that the counselor, in his laudable desire to be helpful and to professionalize his skills, tries to take on too much. The YOC as a whole is dedicated to increasing employability. That is a huge job which the YOC must share with other facilities and agencies—with Community Action Programs, with private agencies, with the Job Corps, the Neighborhood Youth Corps, educational organizations, and the other resources of government and the private sector. The YOC counselor has a major role to play in this effort, but he cannot do it all, and should not feel guilty because he cannot help everyone who comes in. He will have to learn to make use of other facilities, even though this means one more referral to a kid who has already been "referred" to four or five agencies and who may have to be accompanied personally to make sure he gets to the referral.

It means a division of labor among counselors, according to ability and competence, and an active role for supervision in making sure that counselors get help on the tough cases. And it means that counselors should not regard the "routine" cases (who make up much of the clientele of the counselors, and who have, of course, not been treated at all in this report) as of no interest because they are not sufficiently challenging. For many a youngster, the best counseling is simply that of getting him a job. Counselors know this, but such cases are not professionally exciting, and provide no substance for the exchange of interesting experiences at coffeetime. But counselors will take more pride in handling such cases, if it is made clear to them that those cases are part of their job too, and, of course, if they are rewarded for handling such cases as much as they are for handling the "tough" ones.

Training for Year-Round Farmworkers

CHARLES B. GARNETT

It may sound contradictory to say that a problem of local public employment offices is both common and unique. But, when one takes a close look at the year-round agricultural job market, both of those factors are applicable.

The problem of year-round agricultural workers is common—it exists in almost every State in the Union, and in many counties in each of those States. It is unique in the fact that, although it involves many thousands of jobs and workers, most of the jobs are different—the requirements for skills often apply only to the particular job available. No mass recruitment or training programs can be established which will meet the needs of large numbers of the employers concerned.

The qualifications for year-round apple orchard work in Washington, dairy work in Vermont, grove care in Florida citrus, a ranch hand in Wyoming, or a vegetable specialist in California, are so varied that it is difficult to establish training or educational programs which will prepare workers for the wide variety of available jobs.

Another problem is posed by the widely scattered locations of the jobs. Establishment of training centers that will serve sufficient numbers of employers and workers presents added requirements for mobility and housing. Those factors are problems, particularly in areas where it is hard to recruit trainees for courses which are conducted in their immediate areas.

Even though there are many seasonal and migratory farmworkers who need and would like year-round agricultural employment, it takes persuasion, incentives, and programs they can understand to sign them up for training and living in another area.

What, then, can be done? We are faced with a situation in which there are many available jobs—and, we have workers who, as a group, have the highest rate of unemploy-

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ment and underemployment in the Nation. These workers make up only 29 percent of the population of the United States, but account for 43 percent of the impoverished population of this country.

Is there some way to get these workers and the employers who need help together? That question can be answered with a very qualified "yes."

There have been specialized and general farmhand training courses, conducted as projects under the Manpower Development and Training Act. There have been several experimental mobility programs which have provided for both intra- and interstate movement of farmworkers. Although limited in scope, these projects have been productive.

The number of graduates from the MDTA courses has been relatively small, ranging from a few to as many as 30 men out of each course, and the training has been very general in nature. Placements resulting from these courses have been phenomenal. On several occasions, every graduate has been placed in a permanent job, at or before course completion. During the several years in which MDTA training in agricultural fields has been conducted, the placement of graduates in permanent employment has been close to 100 percent.

In an effort to place the graduates of these schools in the best possible jobs, and to offer employers the best opportunity to find the workers who suit their needs, Farm Labor Representatives of local public employment offices have organized a series of "Farm Worker Hire Days" to coincide with MDTA class graduations. Reports of "Hire Day" activities during the past year effectively demonstrate what can be done.

At one "Hire Day," conducted by a local office last November, only eight MDTA graduates were available, so 29 applicants for labor mobility programs were invited to participate. From these two groups, four of the MDTA trainees accepted permanent positions before the "Hire Day" took place, and only 19 of the labor mobility applicants showed up for interviews. In spite of this limited number of available workers, 24 potential employers appeared to interview the men. Several of the employers came from hundreds of miles away.

Seventeen of the twenty-three workers were hired on-the-spot, three more were tentatively hired, and prospects were bright for rapid placement of the other three. On that occasion, it was not the number of workers involved that makes a story, but the accomplishments of the Farm Labor Representatives from the local office in assisting the workers and employers. Bringing the people face to face resulted in some excellent placements.

One of the applicants at the "Hire Day" was a 43-year-old widower with five children. He had extensive experience in cattle and row crop farming. Most of the employers' initial reactions to hiring a worker with such a family situation was that they "just couldn't work things out." However, on the advice of an Employment Service interviewer, a farmer from a neighboring State agreed to talk to the man anyway. Following a discussion between the employer and the applicant, they decided that something could be worked out for the housing and care of the children, and the placement was confirmed. It is very probable

that if the normal job referral procedures had been followed there would have been no opportunity for a face-to-face meeting, and the worker would not have been able to sell himself.

In another instance, a 22-year-old single Vietnam war veteran, whose only farm experience had been gained during a 24-week MDTA farmhand training course, was placed in an out-of-State job. Here again, the employer, although he had originally said he was interested in hiring only married workers, was encouraged to interview the young man. At the interview, he was impressed with the veteran's sincerity, offered good wages and a modern trailer to live in, and hired him on the spot.

Among the other applicants at the "Hire Day" were three Negro brothers and a brother-in-law who all wanted employment in the same general area, which would enable them to maintain family and social contacts.

This presented quite a task, and no definite placements were recorded at the time. But, a farmer from a nearby area indicated he would hire two of the men, thought an uncle would hire a third, and was quite certain that he could find employment for the fourth. If this relocation of four families can be accomplished, it will serve as an emphatic example of what can be done to meet worker and employer needs when intensive effort is devoted to the problems.

These illustrations show that the demand for thousands of year-round agricultural workers can be met. They also show that, in order to meet those demands, the Farm Labor Representatives of the public employment services are going to have to prepare and conduct extensive recruitment, training, and placement programs covering a wide variety of specialties.

Every forecast concerning the future of the farm labor force indicates that requirements for unskilled migratory and seasonal farmworkers will decrease, while the requirements for skilled and specialized year-round agricultural workers will continue to grow. The training and mobility programs may not furnish a full answer to the problems of agricultural employment, but they can serve as guidelines to the future. There must be refinements in the programs. There must be an increase in the specialized training, and it must be designed to serve all agricultural occupations and all areas of the country.

A big step is now being taken toward bringing those things about—last November representatives of the Departments of Labor, Agriculture, Commerce, and Health, Education, and Welfare met with agribusiness groups to launch a nationwide, in-depth survey of occupational opportunities and training needs for agriculture and agribusiness. Findings of this survey will be used for the organization and conduct of technical and vocational education programs which will prepare workers for the jobs available.

This training, blended with improved labor relations, better pay, and fringe benefits, is essential if the United States is going to have the farm and agribusiness workers necessary to meet the agricultural production needs of this Nation and the world of the future.

Training for Progress

Doors to opportunity often remain padlocked because those who want to open them lack the key of education. Today, many large corporations are trying to provide keys to those padlocks, and Western Electric (WE), the manufacturing and supply unit of the Bell System, is no exception.

In numerous locations throughout the country WE, in cooperation with other businesses, civil rights groups, labor unions, or Federal and local agencies, has participated in the development of projects to provide training and a chance to use that training. In each case, the approach is tailored to specific community circumstances. One of the most notable of these projects is SEED (Skills Escalation, and Employment Development) in Newark, N.J.

SEED had its roots in Western Electric's Skills Escalation Program, which in 1965 began to offer machine shop training to unemployed and underemployed adults at the Kearny Works. The company's experience and that of its personnel contributed to the establishment of SEED in cooperation with Newark's Business and Industrial Coordinating Council. Project developers recognized the great demand for machine shop workers in Newark and surrounding counties. The openings were there, but where were men sufficiently skilled to fill them? SEED went into the heart of Newark's needy areas, recruiting men to learn skills.

The proposition made to these men was straightforward: Nine weeks of paid training and contact with prospective employers. The rest, working, studying, and learning, was up to them. A school was set up in a former factory in Newark, and courses were started with arithmetic and English scaled for trainees who averaged 32 years in

age and sixth-grade level in education. Next came the use of handtools, layout and measuring devices, blueprint reading, and drill press, lathe, milling machine, and grinder operations. Some of these mechanical skills were taught by Western Electric personnel, who helped supervise each trainee in the tooling of a machine device attesting his new skills. The final step was graduation and, in a large majority of cases, addition to the payrolls of participating firms, including Western Electric.

In Buffalo, N.Y., where Western Electric makes cables and telephone cords, the approach was somewhat different. The coordinating agency here is Project JET (Jobs, Education, and Training) developed by the Opportunities Development Corporation. Under JET auspices, Western Electric has hired a number of trainees who work at regular production jobs for 6 hours a day and then are tutored in mathematics and English on company premises by an instructor provided by Western. The trainees, who for the most part are unemployed heads of households and have limited education, represent the hard-core unemployed. They are paid for an 8-hour day, with the same benefits, privileges, promotion chances, and obligations as other plant employees, during the 44-week program. They may continue as Western employees after the program is completed.

Western Eelectric's Distributing House in Arlington, Va., has still another approach to training: Part-time employment of high school students who are not planning to continue their educations. Working with Virginia's Industrial Cooperative Training Program, the Distributing House hired 12 such students last year. These 12 started working 4 hours a day after their regular school classes were over, and 11 have become full-time Western Electric employees. Expectations for similar success are high for the seven young people now moving through the program.

Four other Western Electric Distributing Houses have worked with the Urban League on Skills Level Improvement Programs. The Houses have provided classroom facilities, course materials, and volunteer instructors for the teaching of clerical skills. Courses also have included such preemployment procedures as filling out application forms, formation of constructive attitude, and grooming.

These are only a few of more than 40 Western Electric programs designed to open opportunities for a wide variety of people: The unskilled, poor, young, and others not completely capable of helping themselves. They do not tell the complete story of this effort. They only point up the concern of business in general and of Western Electric in particular with one of today's most pressing problems.

Case Approach in Madison

(*Continued from page 13*)

vironment of "self-disclosure" does exist in the counseling session, the improvement in decision-making, acceptance of responsibility for decisions, and incorporation of more "acceptable" values—such as delaying gratification—become apparent.

How about the counselor?

What kind of person is he?

The title counselor and the professional education required for entry into the field do not guarantee a capability to counsel with all clients. Unless the counselor knows the client, understands the culture from which he comes, and can relate to individuals with completely different values and attitudes, it would be difficult to accomplish much beyond filling a job order. This is simply to say that a counselor may have a personality which prevents him from counseling all clients. Once he becomes aware of his limitations, the counselor can work to improve himself.

One of the aids in facilitating counselor growth and adequacy is reviewing tapes and having case conferences with a supervisor. The use of a practicum laboratory where the counselor can be observed while engaged in counseling can contribute substantially to professional growth. Involvement in a counseling relationship with his supervisor can be of considerable value to the counselor. This requires a supervisor who is approachable and one who can provide an atmosphere where professional colleagues work together.

The supervisor must be aware of the modeling influence that he may have on those whom he supervises and make every effort to help them develop individual styles of counseling.

Counselor Meets Frustration

Finally, the supervisor must also consider the frustrations his counselors meet in working with the disadvantaged and the anxieties that are aroused by these clients. Thus, he must help the counselor analyze his own feelings and those of his clients. The supervisor must realize the possible threat he presents to his counselors by the nature of his supervisory position. He must combine those qualities in his own person that convey his ability to supervise and at the same time provide an atmosphere that encourages and is supportive of experimentation, exploration, and learning by his counselors. To achieve this personal growth on the part of the counselors, the supervisor must work to accomplish trust and security in his relationship with them.

If Employment Service counselors keep these attitudes and goals in mind, they can look forward to challenging careers, and make a worthy contribution to society.

The Work Incentive Program

The Work Incentive Program was authorized by the 1967 amendments to the Social Security Act. Its goal is to move men, women, and out-of-school youths 16 years or older off the welfare rolls and into productive employment.

Responsibility for the program has been assigned to the Secretary of Labor. It will be administered by the Labor Department's Manpower Administration through its Bureau of Work-Training Programs, the agency that now operates the Neighborhood Youth Corps and other anti-poverty and manpower development programs.

The legislation authorizing the program estimates that the Labor Department, through WIP, can move about 757,000 welfare recipients into jobs, or training or work experience programs at a Federal cost of $841 million by the end of fiscal year 1972. But the net cost will be much lower, as the Federal Government is expected to save an estimated $476 million in welfare payments. The net cost will be reduced further as the former welfare recipients move into jobs and become

taxpayers. The Secretary of Labor has been directed to have 32,000 welfare clients in the program at a Fedreal cost of $35 million in fiscal 1968.

A variety of Federal, State, and local agencies will be used by the Labor Department to deliver manpower services under the WIP program, including the Department of Health, Education, and Welfare and the State Employment Service offices. Local welfare agencies will refer clients to the program. They will be oriented, interviewed, tested, and counseled for a period of 2 to 4 weeks by the local manpower agency (in many instances, the local office of the State Employment Service), which will immediately place in available jobs those ready and able to work.

The remainder will be moved into work internship or work-experience programs, such as the Neighborhood Youth Corps or New Careers, or into on-the-job or institutional training programs authorized by the Manpower Development and Training Act of 1962. During this period, clients who need it will also receive basic and remedial education. General educational development programs will be geared to help high school dropouts earn their equivalency degrees.

Permanent Job When Ready

The individual may be placed in a permanent job at any time that he is judged ready for employment by the local manpower agency.

First priority is to move the WIP enrollees into regular employment or on-the-job training. As an incentive, the enrollee will be permitted to keep a sum equal to the amount of his welfare grant, plus $30, plus one-third of the remainder of his wages.

Second priority is to move WIP participants into institutional or work-experience training. During the training period, these individuals will receive their public assistance grants plus up to $30 a month as a training incentive.

Under the third priority, the Department of Labor will enter into agreements with public agencies or private nonprofit organizations for special work projects to employ those who are found unsuitable for training and those for whom jobs in the regular economy cannot be found. Their welfare grants will be paid to the Department of Labor and these funds will be pooled to provide a sum of money which will be used to reimburse the employers for a portion of their payroll costs. The enrollees are guaranteed that their total income while engaged in these projects must equal at least the amount of their assistance grants plus 20 percent of the wages paid to them by their employers.

The Labor Department will place enrollees in work-experience sites in both public agencies or private nonprofit organizations. On-the-job training work sites will be handled primarily through private industry. Cost will be shared by the Labor Department, the Department of Health, Education, and Welfare, and, where private industry is involved, by the employer. The Federal contribution to WIP can be up to 80 percent of the total cost. The remaining 20 percent may be in cash or in kind, may not include wages paid by the employer, and must be arranged (but not necessarily paid) by the local welfare agency.

Eligible for WIP are members of households receiving Aid to Families with Dependent Children, who are over the age of 16 and not in school full time. The exceptions are:

1. The sick, the incapacitated, and the elderly.
2. Those who live too far away from a project to make participation practical.
3. Full-time students.
4. Persons whose continuous presence in the home is required because of the illness or incapacity of another member of the household.

An individual referred to the program and refusing to participate without good cause may have his or her welfare payments cut off, though the family may continue to receive them. This action will be taken only after hearings by an impartial body.

All States to Participate

Any State can enter the Work Incentive Program on April 1, 1968. Beginning July 1, 1968, the program becomes effective in each State unless State law prevents it from complying with Federal requirements. All States must enter by July 1, 1969.

Day Care centers will be established to look after the children of welfare mothers entered in the programs.

The Labor Department's Manpower Administration has realigned the functions of its various bureaus for most effective administration of all manpower programs.

The overall design and direction as well as day-to-day administration of WIP has been delegated to the Bureau of Work-Training Programs. The Bureau will carry out the program through the Nation's State Employment Service offices, whenever possible. These offices will provide counseling, testing, guidance, orientation, and job development and placement, and in many instances local administration of the program.

The Bureau of Aprenticeship and Training will continue its traditional function of developing private apprenticeship programs. On-the-job training and programs under Title V of the Economic Opportunity Act will be shifted to the Bureau of Work-Training Programs, which will continue to operate its present manpower programs authorized under the Economic Opportunity Act (Neighborhood Youth Corps, New Careers, Operation Mainstream, and Special Impact).

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